

Planning and Development Department

Re:	Application by City of Richmond for Rezoning at 9620, 9660 and			
From:	Wayne Craig Director of Development	File:	RZ 14-667788	
To:	Planning Committee	Date:	October 21, 2014	

### 9700 Cambie Road from Single Detached (RS1/F) to School & Institutional Use (SI)

### Staff Recommendation

That Richmond Zoning Bylaw 8500, Amendment Bylaw 9176, for the rezoning of 9620, 9660 and 9700 Cambie Road from the "Single Detached (RS1/F)" zone to the "School & Institutional Use (SI)" zone in order to develop a new Fire Hall and BC Ambulance Service Ambulance Station, be introduced and given first reading.

Wayne Craig Director of Development

SB:blg Att.

REPORT CONCURRENCE						
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### Staff Report

### Origin

The City of Richmond has applied for permission to rezone 9620, 9660 and 9700 Cambie Road (Attachment 1) from the "Single Detached (RS1/F)" zone to the "School & Institutional Use (SI)" zone in order to develop a new Fire Hall and BC Ambulance Service Ambulance Station (Attachment 2).

The proposed facility on the subject consolidated site offers the opportunity to provide a BC Ambulance Service Ambulance Station and a new Cambie Fire Hall No. 3 to replace the existing Bridgeport Fire Hall No. 3 on another site located at 9100 Bridgeport Road. The existing aging fire hall is over 50 years old and needs to be replaced to address maintenance needs and to accommodate future expansion and larger fire-fighting equipment.

There will be no associated Development Permit application as the Richmond Official Community Plan (OCP) exempts institutional uses from this requirement.

Servicing improvements are required as part of the future Building Permit application process for the design and construction of works including, but not limited to: Cambie Road frontage improvements and any utility relocation or upgrades.

### Findings of Fact

A Development Application Data Sheet providing details about the development proposal is attached (Attachment 3).

### Surrounding Development

Development surrounding the consolidated site:

- To the North: Across Cambie Road, is the Oaks neighbourhood of the West Cambie Planning Area, including an internal subdivision with single detached homes fronting onto McKay Drive on lots zoned "Single Detached (RS1/B)".
- To the East: Fronting onto Cambie Road, is a single detached home on a lot zoned "Single Detached (RS1/F)" and a multi-tenant commercial development at the corner of Cambie Road and No. 4 Road on a lot zoned "Neighbourhood Commercial (CN)".
- To the South: Fronting onto Odlin Road, is Tomsett Elementary School on a lot zoned "School & Institutional Use (SI)".
- To the West: Is the Alexandra Neighbourhood North Park Way, a connecting greenway between Cambie Road and Odlin Road.

### **Related Policies & Studies**

### West Cambie Area Plan (OCP) - Alexandra Neighbourhood

The proposal complies with the site's "Community Institutional" land use designation in the West Cambie Area Plan's Alexandra Neighbourhood Land Use Map (Attachment 4).

The area designated for "Community Institutional" land uses stretches between Cambie Road and Odlin Road and includes the large Tomsett Elementary school property. The subject proposal includes most, but not all of the "Community Institutional" area along Cambie Road. The subject proposal does not include one (1) residential lot at 9720 Cambie Road with a single detached house, which is adjacent to the proposed emergency services site and also the elementary school property. School District staff has advised that the School District has no plans to purchase the property. Richmond Fire Rescue staff have also advised that the City does not require the property for the emergency services project.

The property at 9720 Cambie Road property may be redeveloped in the future with a new single family home under the existing residential zoning.

Without an identified need from the City or the School District, the only other options for the property would be a rezoning for a community institutional use (i.e., religious, cultural or private educational) of the property in keeping with the current OCP "Community Institutional" land use designation.

Given the existing size and location of the property between a proposed fire hall and existing commercial centre, staff believe that the property should be redesignated for commercial use in keeping with the existing commercial centre on the corner property. Unless otherwise directed by Council, an OCP amendment to redesignate the site to "Convenience Commercial" will be brought forward to Council for consideration in 2015, as part of an OCP Bylaw housekeeping staff report.

### OCP Aircraft Noise Sensitive Development (ANSD) Policy

The subject site is located within the Aircraft Noise Sensitive Development (ANSD) Policy Area within a designation that permits all aircraft noise sensitive land uses with the exception of new single-family development.

### 2005 – 2009 Capital Programs

The Cambie Fire Hall No. 3 was approved by Council as part of the 2005 - 2009 Capital Programs, with a cost of \$20.7 million including land costs.

### Policy 2307 Sustainable "High Performance" Building Policy - City-Owned Facilities

The design proposal complies with the Policy. The 2,415 m<sup>2</sup> building is being designed with sustainable features to target a LEED gold standard. The systems details and mechanical design process are underway. Facilities staff will ensure that the LEED target requirement is met.

### - 4 -

### **Project Description**

Key elements of the project include:

- A new three-storey, approximately 2,415 m<sup>2</sup> (25,995 ft<sup>2</sup>) building with approximate building heights ranging from 7.5 m to 12.9 m (24.6 ft to 42.3 ft) and 14.5 m (47.5 ft.) training and hose drying tower.
- Two (2) fire vehicle emergency response bays, two (2) fire vehicle repair bays, and interior space for office, training and staff uses.
- A BC Ambulance Service station with two (2) ambulance emergency response bays for six (6) ambulances, and interior space for office, training and staff uses.
- Incorporation of sustainable design elements into the building and site development to a LEED gold standard.

Preliminary architectural and landscaping drawings are included as Attachment 2.

### Consultation

### Ministry of Transportation and Infrastructure

The subject application was referred to the provincial Ministry of Transportation and Infrastructure (MOTI), as the site is within 400 m of Highway 99. MOTI staff have reviewed the application and granted preliminary approval. MOTI approval is a requirement of the rezoning.

### Public Input

Informational signage is posted on the subject site to notify the public of the rezoning application. The statutory Public Hearing will provide local property owners and other interested parties with an additional opportunity to comment. Notification of the Public Hearing will be mailed to neighbours and advertised in *The Richmond Review* local newspaper. No correspondence was received regarding the rezoning application.

The following consultation with the public and stakeholders has taken place:

- Project team met with School District No. 38 (Richmond) staff.
- Project team staff met with the owner of the neighbouring property at 9720 Cambie Road.
- Project team staff hand delivered public open house meeting notices to properties neighbouring the subject site during the week of September 15, 2014.
- The City hosted public open house meetings regarding the major City projects for a Minoru Complex, Fire Hall No. 1 and Fire Hall No. 3. The open house meetings were held at Lansdowne Shopping Centre (noon to 5:00 pm on September 19), Minoru Place Activity Centre (9:00 am to noon on September 23) and Minoru Aquatic Centre (10:00 am to 4:00 pm on September 20 and 4:30 pm to 7:30 pm on September 24).

The project team will continue to consult with school district staff and the owner of the neighbouring property at 9720 Cambie Road to coordinate construction activity, to provide appropriate interfaces of privacy fencing and landscaping.

### Staff Comments

Staff have reviewed the development proposal and no significant concerns have been identified.

### Advisory Design Panel

Support was expressed by the Advisory Design Panel (ADP) regarding the development proposal and suggestions were provided for the applicant's consideration as the development design is finalized at Building Permit stage. A copy of the relevant excerpt from the ADP Minutes from October 8, 2014 is attached for reference (Attachment 5). The design response has been included immediately following the specific Design Panel comments and is identified in *'bold italic'* text.

### Analysis

The provision of a new Cambie Fire Hall No. 3 and inclusion of an Ambulance Station is an important capital project that addresses the community safety needs of our growing city. The new facility will replace the existing aging Bridgeport Fire Hall No. 3, which is located at 9100 Bridgeport Road.

### **Transportation**

- Dedication for future road widening of 3.4 m along the entire Cambie Road frontage is a requirement of the rezoning.
- The development will provide a new sidewalk at the new property line.
- The design proposal includes four (4) driveways providing full movement access to Cambie Road for emergency response, site parking and emergency equipment returning to the site or arriving for training. Design details will be finalized as part of the Building Permit process.
- A surface parking area is provided, including 40 parking spaces, one (1) of which is accessible. This parking provision meets the operational requirement of the facility.

### Site Servicing

• As part of the future Building Permit application process, the development is required to provide a new 6 m wide utility right-of-way and new sanitary sewer at the rear of the site to tie into the existing sewer system along the east edge of Tomsett Neighbourhood School Park.

### Alexandra District Energy Utility

• The subject site is located outside of the service area identified in the Alexandra District Energy Utility Bylaw No. 8641, however, the project team is investigating whether connection to the utility is feasible. This connection and other requirements will be finalized through the Building Permit process.

### Public Art

- The fire hall project is an important opportunity to support the City's Public Art Program goals. The inclusion of Public Art into the project design will add to its individuality, distinctiveness and identity within the Alexandra neighbourhood.
- The project team is working with the City's Public Art Coordinator to incorporate Public Arts into this important civic site and community gateway. In compliance with the Cambie Fire Hall No. 3 Public Art Plan approved by Council on October 14, 2014 and the Public Art Program Policy 8702, the artwork will be selected through a jury process. Review by the Public Art Advisory Committee and the proposal call for artists are anticipated to occur in the coming months.

### Project Design

- This prominent civic building appropriately addresses the major arterial Cambie Road, showcasing a BC Ambulance Station and the City's role in providing emergency fire rescue services, providing an iconographic building in the Alexandra neighbourhood, and communicates the City's commitment to Public Art and sustainable design.
- The site planning on this modest site has been directed by the functional requirements of emergency response, training, and the operational constraints of newer and larger fire-fighting equipment as well as provision of ambulance services.
- With a clean modern architectural approach, the materiality and execution of the detailing will have a strong visual impact. Robust materials are used for this working building.
- The landscape design includes providing a feature plaza in front of the building and landscaped borders around the surface parking area and around the rear and side edges of the site. Planting includes ground cover, vines, hedges and trees. Decorative paving is provided at the at the feature plaza and in a pedestrian route in the parking area. Soft landscaping is also proposed in the adjacent greenway to soften the transition to the emergency services site.
- The planting of 25 trees is proposed in locations along Cambie Road and surrounding the surface parking area. Marking the edge of the greenway and the regular vehicle entry to the site, one (1) swamp white oak tree is proposed. This tree has grown from a seed from the New York 9/11 site. There is an existing line of Green Pillar Oak trees in the greenway adjacent to the site. The proposed surface parking area is bordered by the existing trees, One (1) additional proposed Green Pillar Oak tree adjacent to the greenway, six (6) Serviceberry trees along the rear property line next to the greenway, and twelve (12) Ginko Biloba trees leading from the building to Cambie Road.

- The landscape design provides a landscaped interface to the adjacent residential home to the east and Tomsett Elementary school field to the south. Hose spray protection is provided with a concrete wall in the training area of the site. The interface to the school field includes semi evergreen vine planting screening the retaining wall and privacy fencing as well as evergreen hedge screening the spray wall. The interface to the residential home includes privacy fence and evergreen hedge planting as well as semi evergreen vine planting screening for the spray wall. New perimeter hedges will be American Arborvitae, an evergreen slower growing hedge species. The size and spacing of replacement hedging consider the long-term health of the hedge, maintenance needs and provision of a landscape and privacy buffer to the neighbouring single-family home.
- The entire site will be raised to roughly 0.6 m above the crown of Cambie Road. This is needed to meet the minimum Flood Construction Level of 2.6 m GSC required by the City's Flood Plain Designation and Protection Bylaw. This is particularly important for this emergency response building which is being designed to post disaster standards.
- As a result of needing to raise the entire site, all existing vegetation will be removed from the site (including hedges and approximately 30 trees). Parks staff have reviewed the site and advise that due to their size and poor condition, none of the trees located on the site are suitable for relocation. New trees will be planted in the feature plaza along Cambie Road, and on both sides of the surface parking area on the west side of the site.
- The project is targeting LEED gold and the project team is in the process of finalising the sustainability features including mechanical, electrical and lighting systems to achieve this target.
- The City is sensitive to the placement of Fire Halls in residential neighbourhoods and considers this in site planning and the design of the facility. RFR monitors their operational needs on an ongoing basis to ensure timely emergency response and pedestrian, traffic and community safety.

### Financial Impact or Economic Impact

There are costs associated with constructing and operating the proposed new City facility for a fire hall and ambulance station. These costs and budget processes are being addressed by Richmond Fire Rescue and/or Facilities staff outside of the scope of this rezoning application.

The rezoning application results in an insignificant Operational Budget Impact (OBI) for off-site City infrastructure.

### Conclusion

The subject rezoning application is needed to facilitate the design and construction of a new proposed Fire Hall and Ambulance Station facility. The proposed facility would replace aging infrastructure, accommodate the future growth of Richmond Fire Rescue with more staff and larger fire-fighting equipment and accommodate BC Ambulance Service needs in a building designed to current flood protection and seismic standards. The proposed design will present an attractive contemporary architectural and landscape design to the community and the Cambie Road arterial. Sustainability features will be incorporated to achieve a LEED gold standard. For these reasons, staff support the proposal.

It is recommend that Richmond Zoning Bylaw 8500, Amendment Bylaw 9176, for the rezoning of 9620, 9660 and 9700 Cambie Road from the "Single Detached (RS1/F)" zone to the "School & Institutional Use (SI)" zone, be introduced and given first reading.

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Sara Badyal, M. Arch, RPP Planner 2 (605-276-4282)

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Attachments: Attachment 1: Location Map and Arial Photograph Attachment 2: Conceptual Architectural and Landscape Development Plans Attachment 3: Development Application Data Sheet Attachment 4: Alexandra Neighbourhood Context Land Use Map (West Cambie) Attachment 5: Annotated Excerpt from Advisory Design Panel Minutes (October 8, 2014)

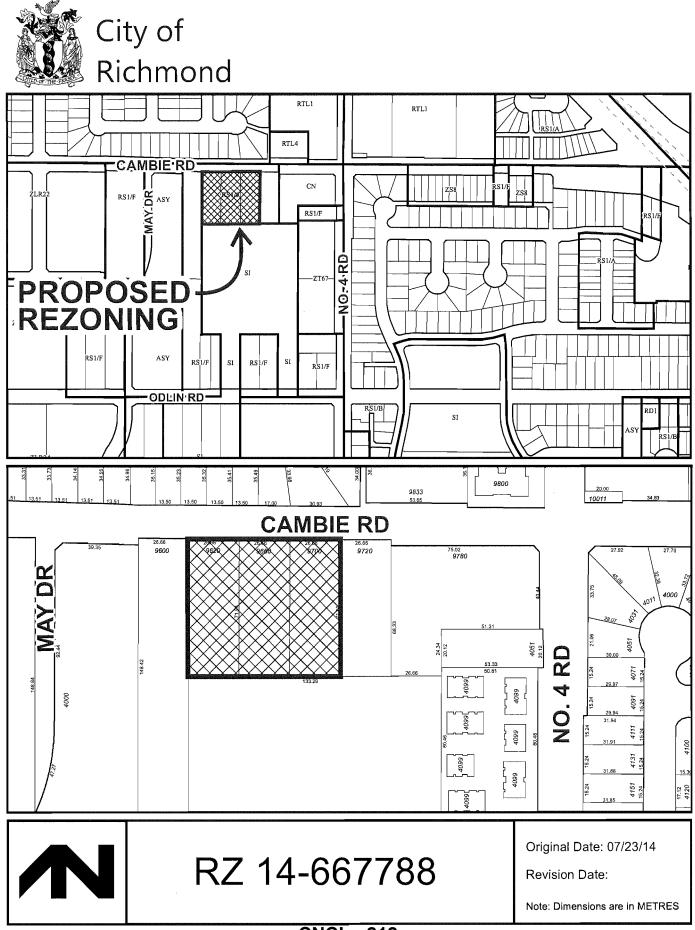
Prior to final adoption of Bylaw 9176, the following are required to be completed:

- 1. Provincial Ministry of Transportation & Infrastructure Approval (MOTI).
- 2. Consolidation of all the lots into one development parcel.
- 3. 3.4 m road dedication along the entire Cambie Road frontage.

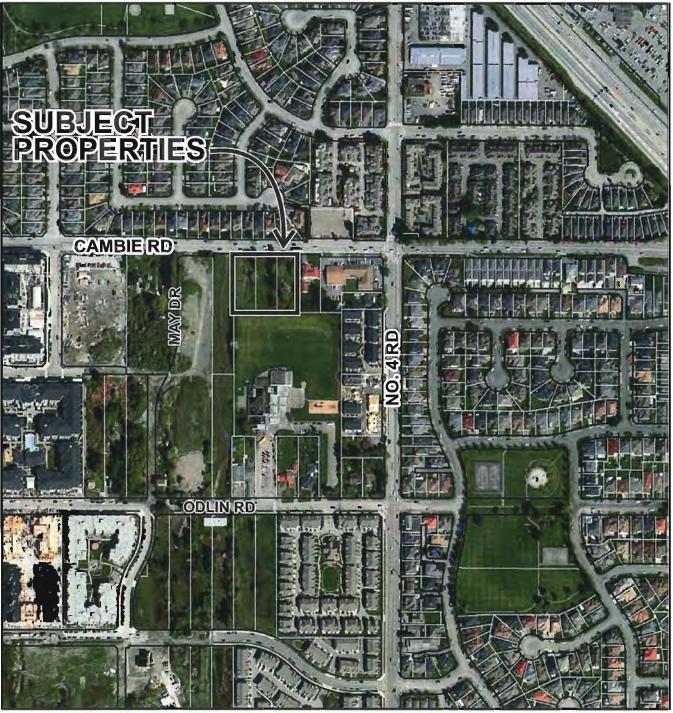
As part of future Building Permit, the following are required to be completed:

- 1. Development to provide design and construction of frontage improvements along Cambie Road including a 2 m wide concrete sidewalk at the new property line and grass boulevard between sidewalk and existing curb/gutter.
- 2. Development to provide a new 6 m wide utility right-of-way and new sanitary, including new manholes (spaced as per City standard), south of the subject site along the north property line of Tomsett Neighbourhood School Park to tie into the existing sanitary main located along the east edge of the park (manhole SMH 54512). Detailed design and calculations to be provided for Engineering review.
- 3. Development to provide appropriately sized connections for water service and storm sewer service, including water meter assembly provided onsite and storm sewer service type 3 inspection chamber. Detailed design and calculations to be provided for Engineering review.
- 4. Existing water service connections to 9620, 9660 and 9700 Cambie Road to be cut and capped at main.
- 5. Existing storm service connections to 9620, 9660 and 9700 Cambie Road to be capped and abandoned.
- 6. Submission of fire flow calculations signed and sealed by a professional engineer based on the Fire Underwriter Survey or ISO to confirm that there is adequate available flow for fire-fighting purposes.

- 7. Existing private utility pole to be reviewed in coordination with BC Hydro for potential conflict with proposed east driveway and potential relocation requirement.
- 8. Private utility needs to be reviewed in coordination with private utility companies for potential requirements for rights-of-ways, equipment and future under-grounding of overhead lines. All private utility equipment to be located on the development site and not within City rights-of-way and not impact public amenities such as sidewalks, boulevards and bike paths.
- 9. Additional legal agreements to the satisfaction of the Director of Engineering may be required, including site investigation, testing, monitoring, site preparation, de-watering, drilling, underpinning, anchoring, shoring, piling, pre-loading, ground densification or other activities that may result in settlement, displacement, subsidence, damage or nuisance to City and private utility infrastructure.
- 10. Submission of a Construction Parking and Traffic Management Plan to the Transportation Division. Management Plan shall include location for parking for services, deliveries, workers, loading, application for any lane closures, and proper construction traffic controls as per Traffic Control Manual for works on Roadways (by Ministry of Transportation) and MMCD Traffic Regulation Section 01570.
- 11. Building Permit required for any retaining wall exceeding 1 m in height. For walls retaining preload material, this permit must be obtained prior to construction of the retaining wall or installation of the preload material. Please see the new bulletin at the following link: http://www.richmond.ca/\_\_shared/assets/permits5239047.pdf









RZ 14-667788

Original Date: 07/23/14

Revision Date:

Note: Dimensions are in METRES

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System Control Detalls Lighting Control & Low Tension Details

Sections & Details Shear Wall Elevations - Sheel 1 Shear Wall Elevations - Sheel 2 Shear Wall Elevations - Sheel 3 Brace Bay Elevations

Landscape Sila Plan Elevations Sections Details Precedent Images

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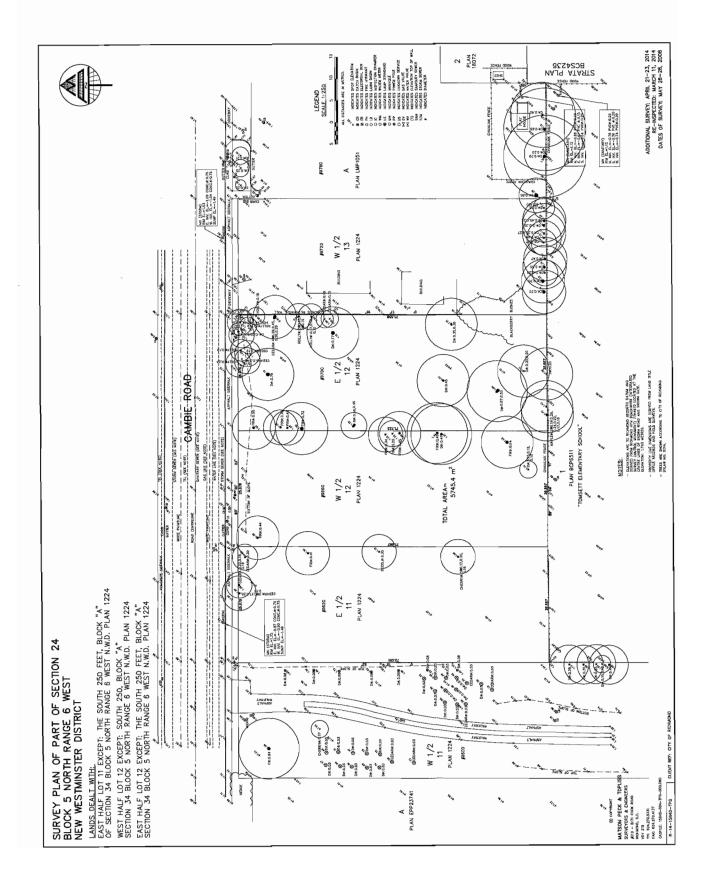
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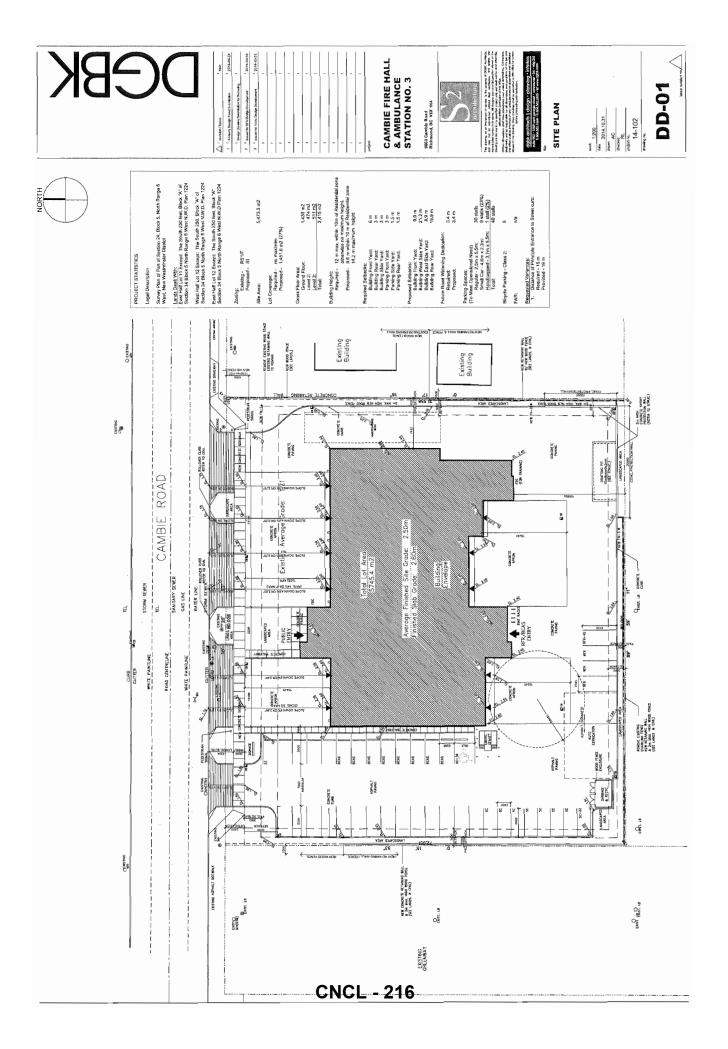
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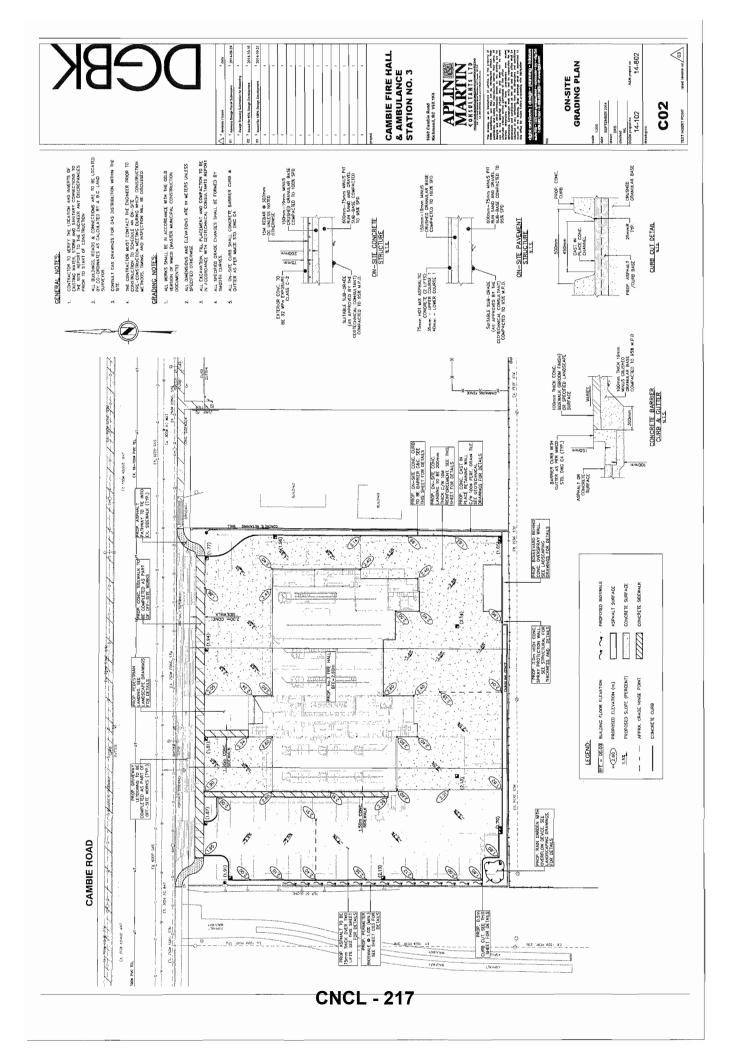
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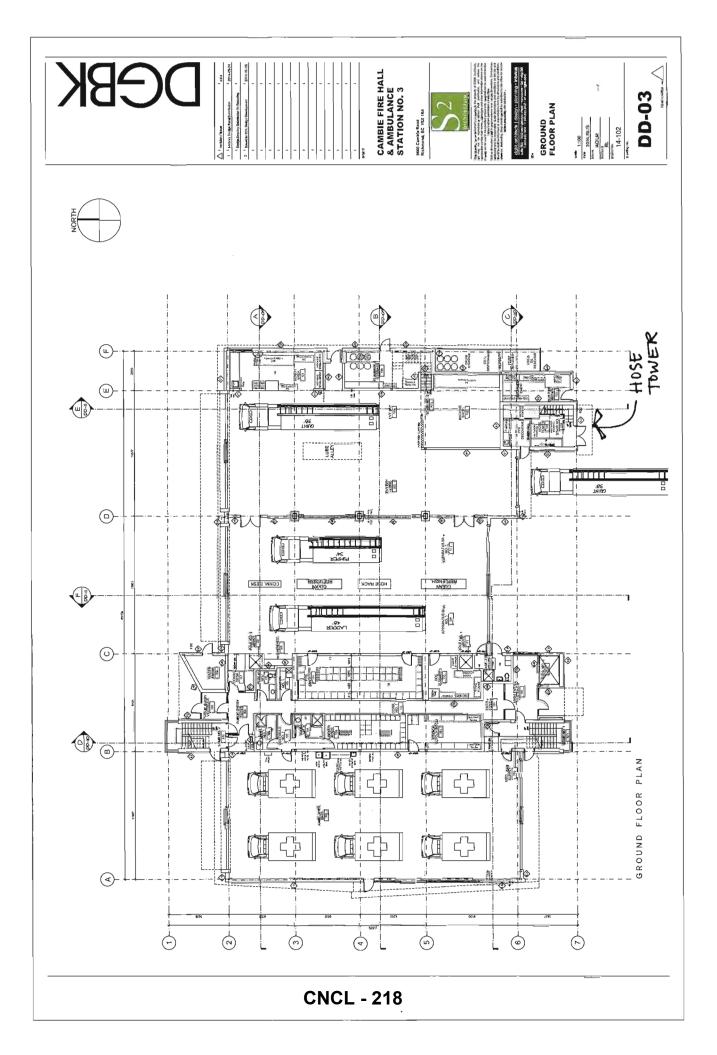
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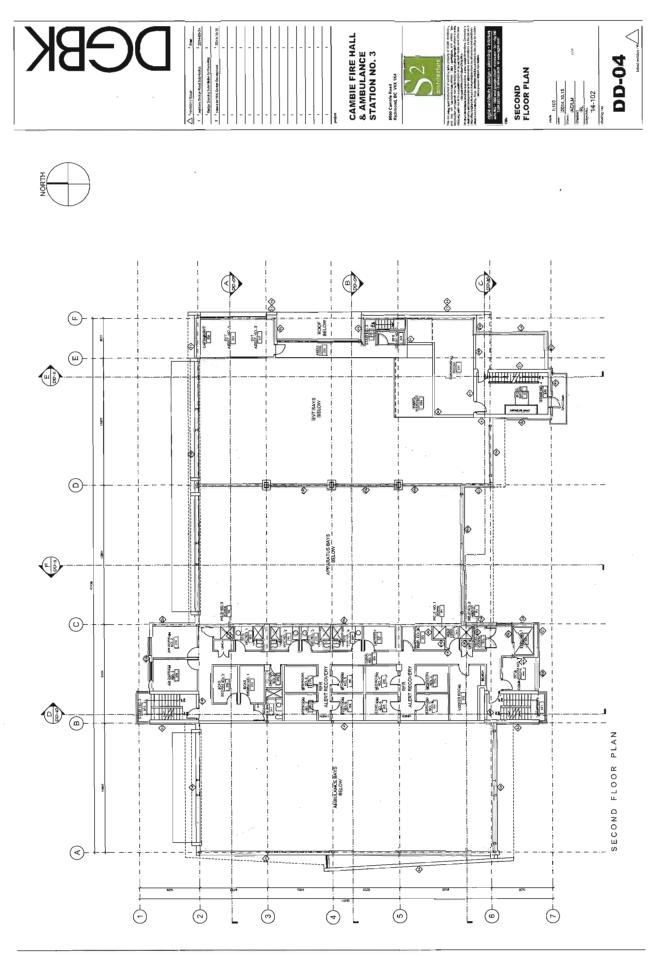
**ATTACHMENT 2** 



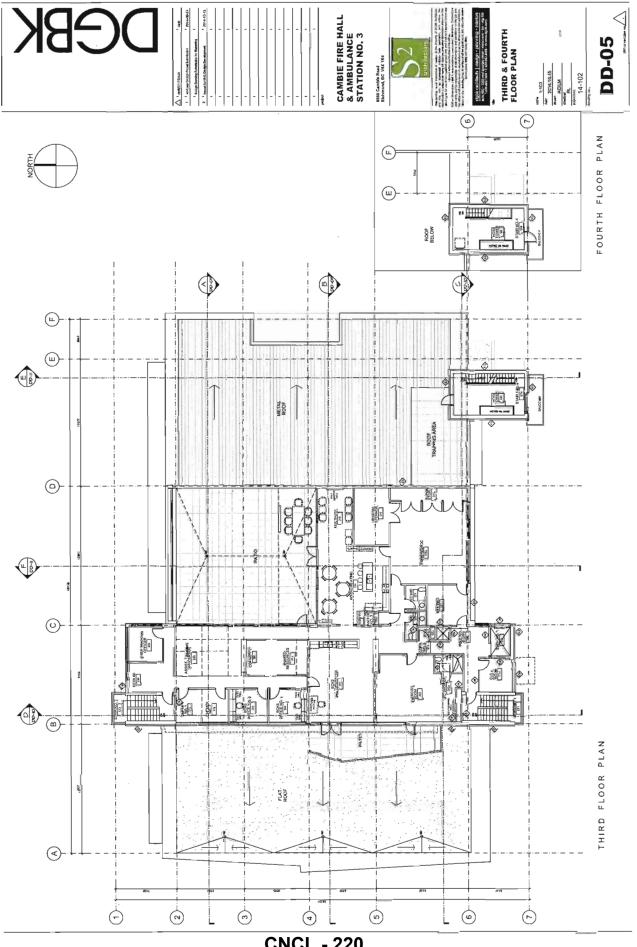


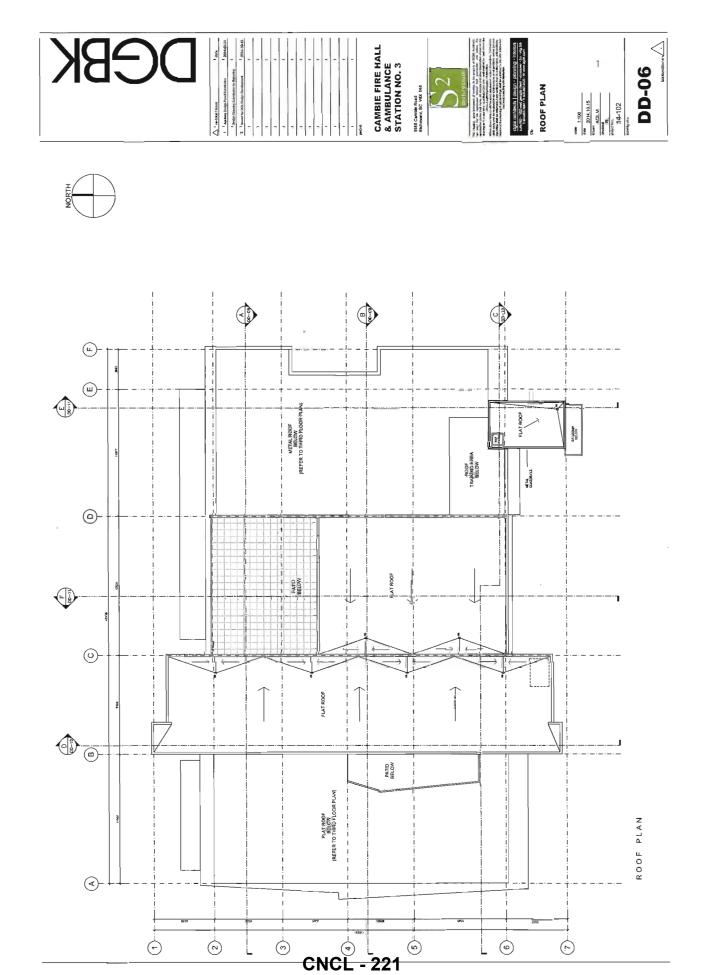


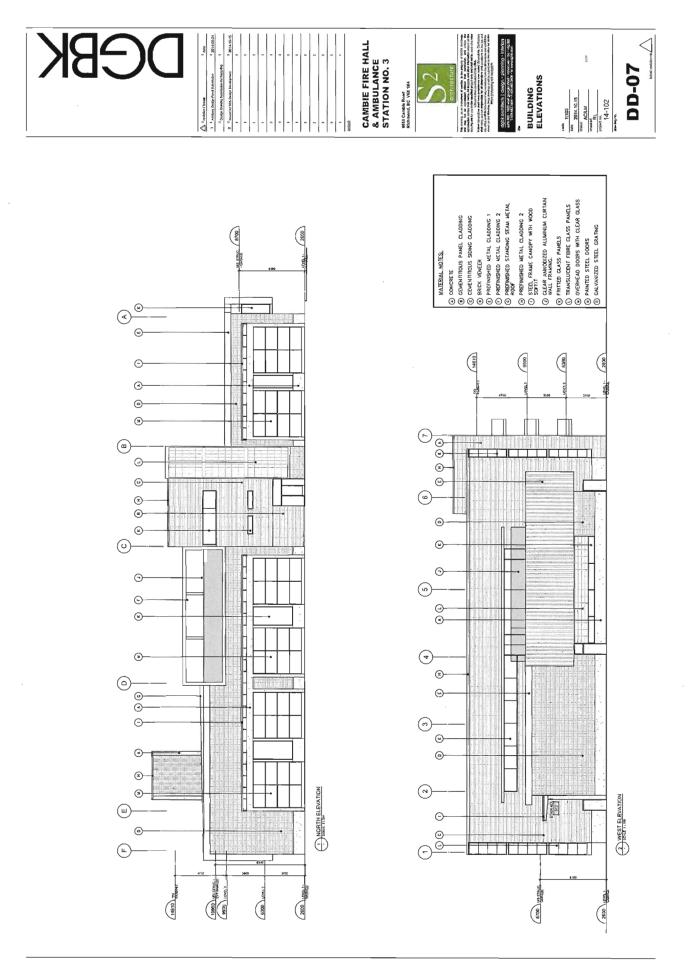


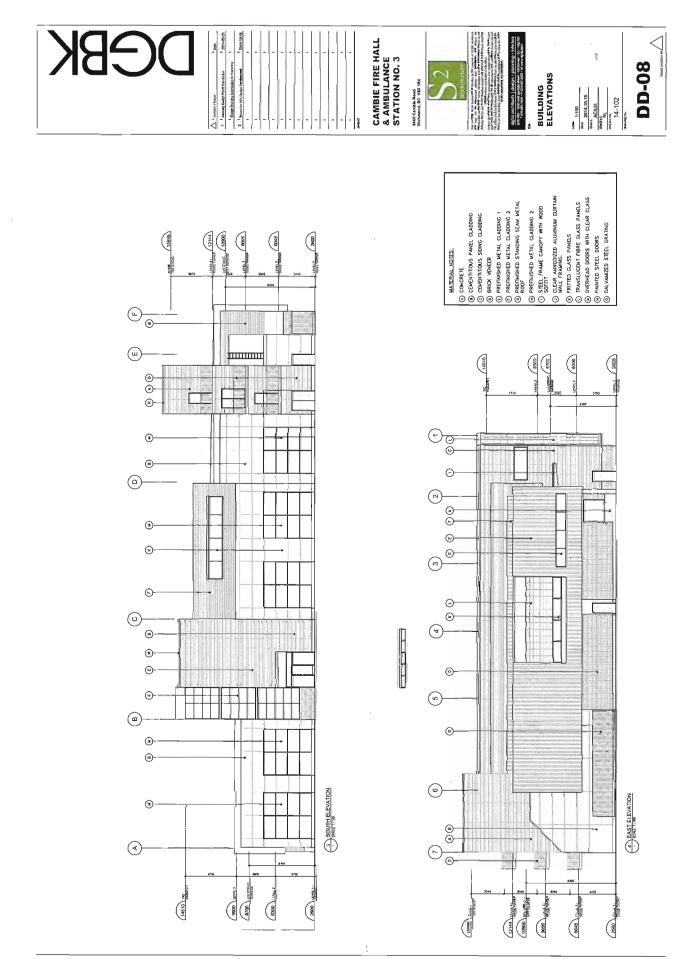


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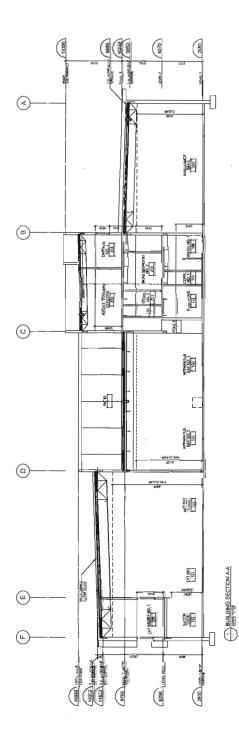


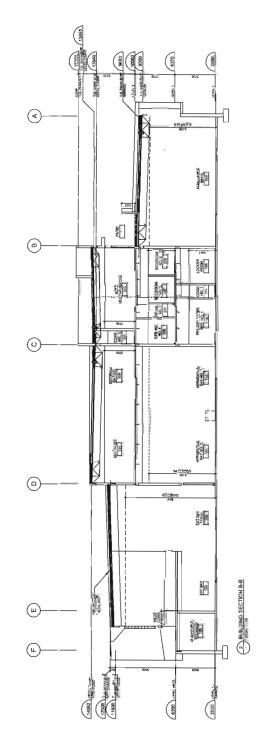




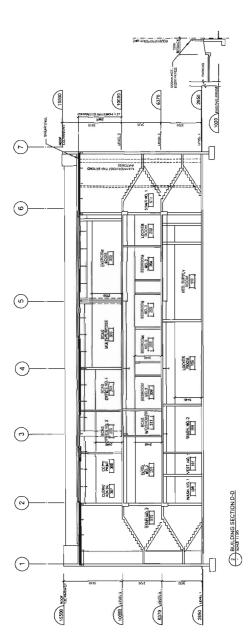








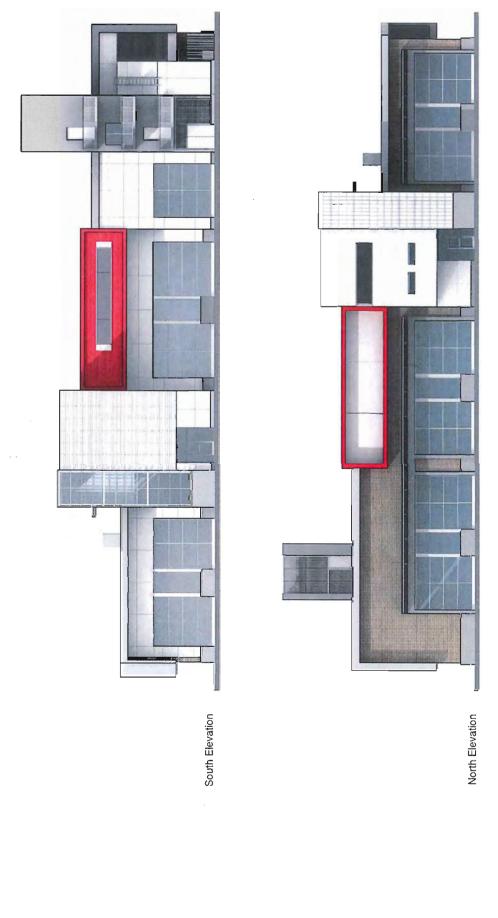






### RENDERED ELEVATIONS

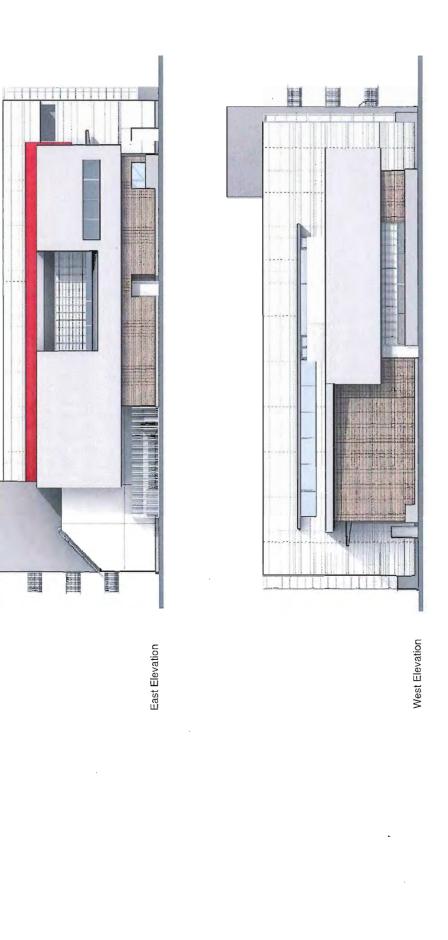
# RICHMOND CAMBIE FIRE HALL & AMBULANCE STATION NO. 3

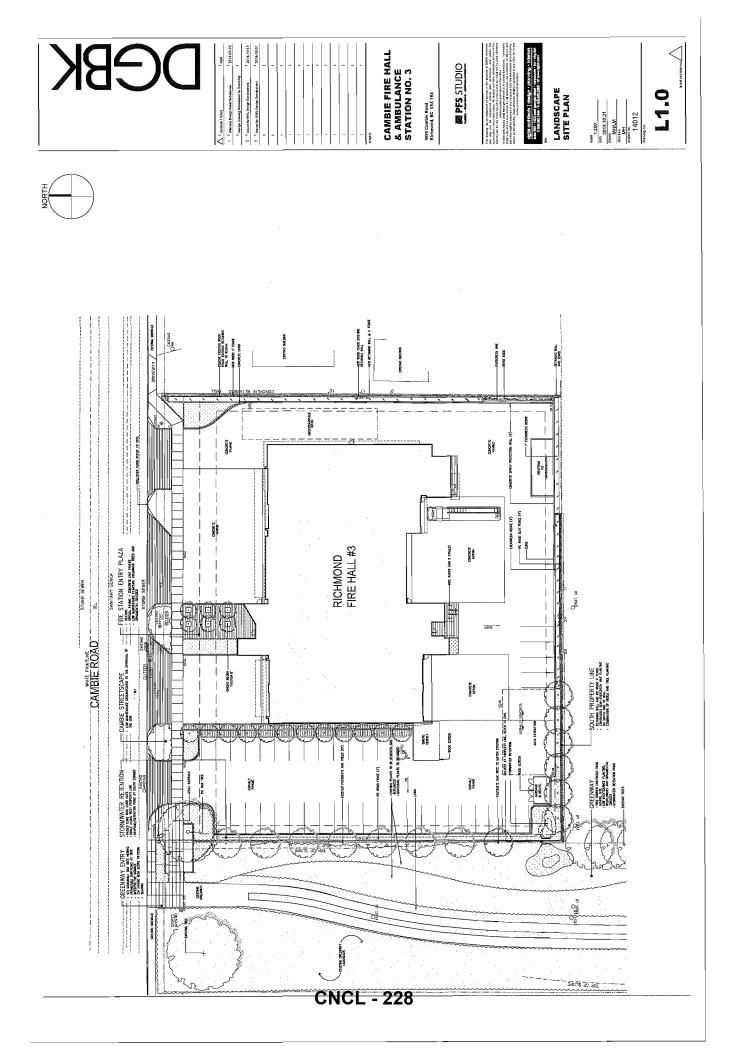


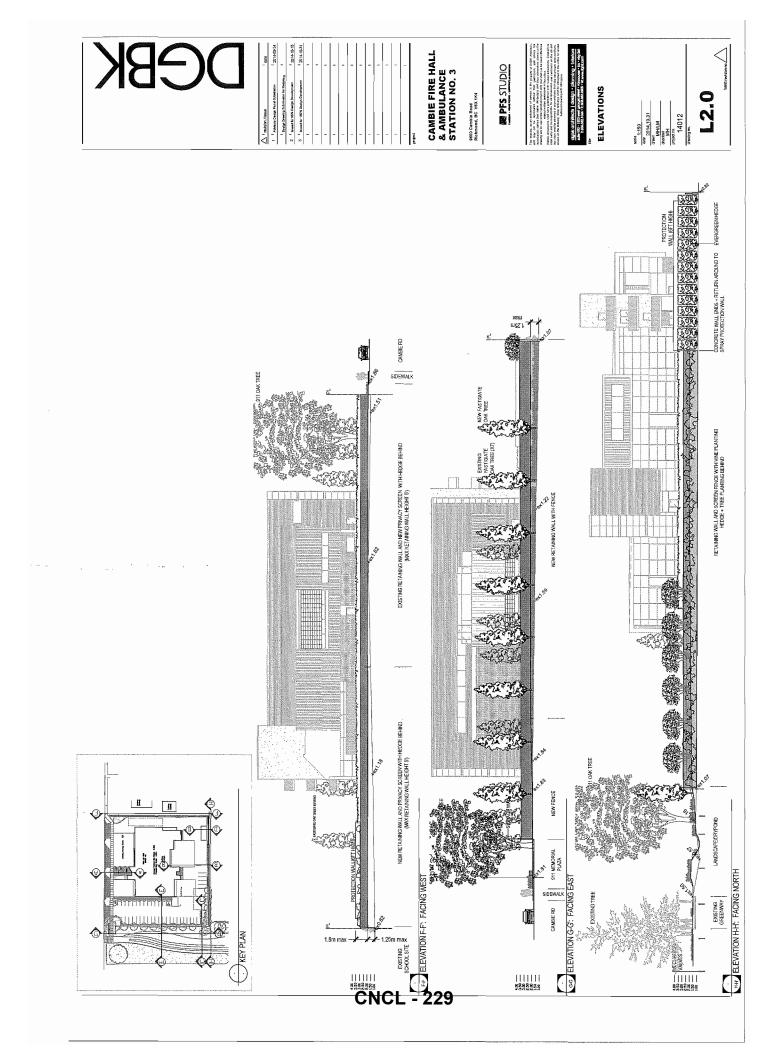


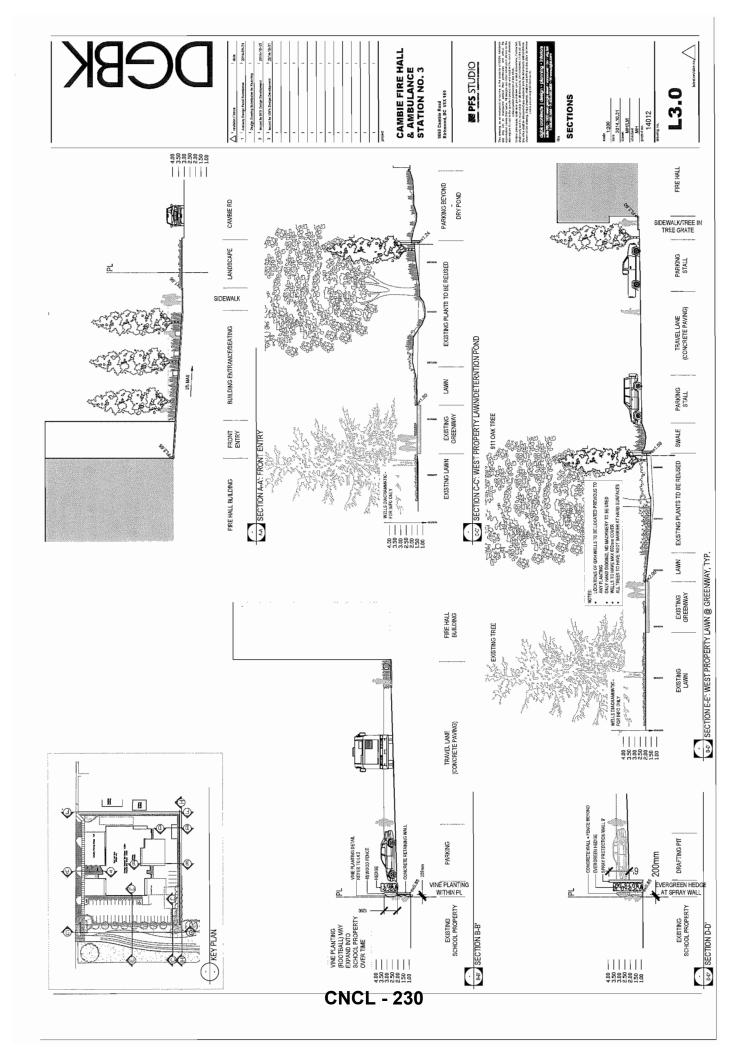
## RENDERED ELEVATIONS

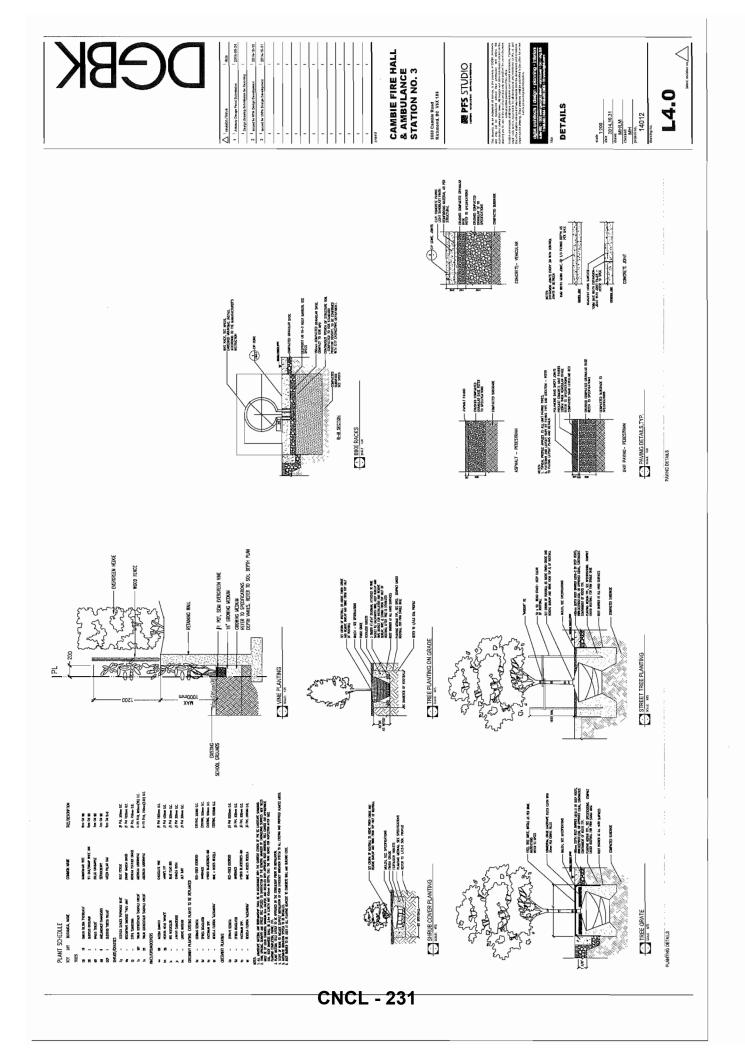
# RICHMOND CAMBIE FIRE HALL & AMBULANCE STATION NO. 3

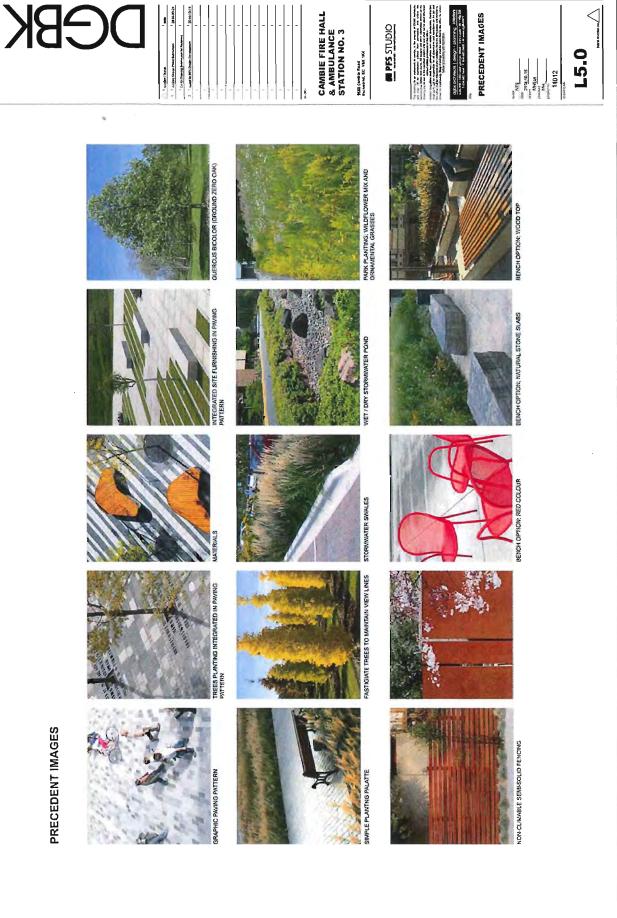












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**PRECEDENT IMAGES** 



### **Development Application Data Sheet**

Development Applications Division

**Attachment 3** 

### RZ 14-667788

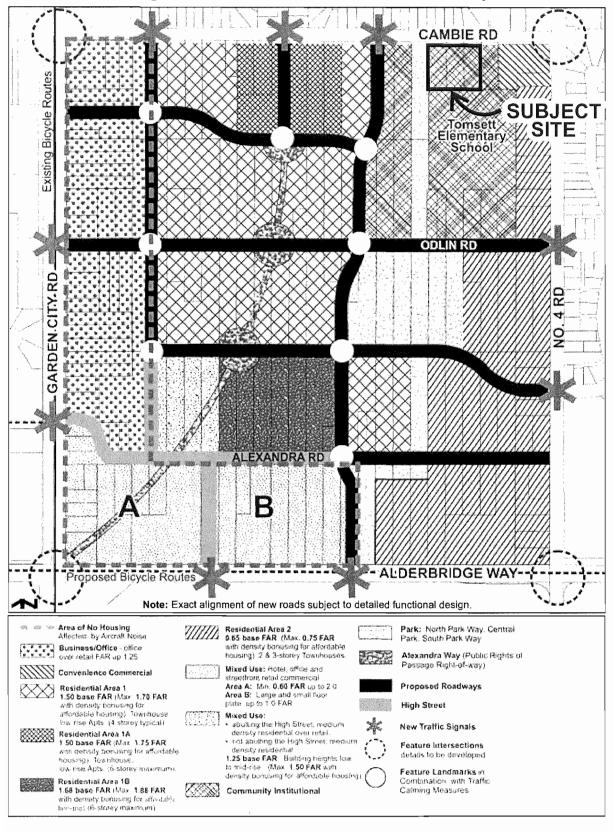
Address: 9620, 9660 and 9700 Cambie Road

Applicant: City of Richmond

Planning Area(s): Alexandra Neighbourhood (West Cambie)

	Existing	Proposed	
Owner	City of Richmond	City of Richmond	
Site Size	5,745.4 m <sup>2</sup>	Development site Road Dedication Total	5,473.3 m <sup>2</sup> 272.10 m <sup>2</sup> 5,745.4 m <sup>2</sup>
Land Uses	Vacant	Fire Hall and Ambulance Station	
Area Plan Designation	Community Institutional	Complies	
Zoning	Single Detached (RS1/F)	School & Institutional Use (SI)	

	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	N/A	0.45	N/A
Lot Coverage – Building:	N/A	27%	N/A
Setback – Cambie Road	Min. 6 m	9.9 m Min.	None
Setback – West Side Yard	Min. 3 m	21.2 m	None
Setback – East Side Yard	Min. 3 m	8.9 m Min.	None
Setback –Rear Yard	Min. 3 m	19.9 m Min.	None
Building Height	Max. 12 m within 10 m of a residential zone	Training/Hose Tower 14.2 m Building 12.9 m Max. and 9.6 m Max. within 10 m of a residential zone	None



### Alexandra Neighbourhood Context Land Use Map

### The Advisory Design Panel Meeting Annotated meting minutes excerpt Wednesday, October 15, 2014

RZ 14-667788 – FIRE HALL AND AMBULANCE STATION APPLICANT: City of Richmond PROPERTY LOCATION: 9620, 9660 and 9700 Cambie Road

### Applicant's Presentation

Architect Robert Lange, DGBK Architects, and Landscape Architect Maureen Hetzler, PFS Studio, presented the project and answered queries from the Panel on behalf of the applicant.

### Panel Discussion

Comments from the Panel were as follows (with project team design response included in 'bold italics'):

- Assume that the proposed floor plan works well; sophisticated spatial elements in building design are interesting; however, suggest toning down the architecture and simplifying, particularly the front elevations; the side elevations work better, beautifully designed *Considered. The overall form and character has been established and opportunities to simplify details will be considered through the Building Permit design detail process.*
- Would be nice to see a green roof, maybe a portion of the deck; staircase element facing the street should be translucent and not solid to provide light and movement animation during night time Unfortunately a green roof is not included in the proposed project, but the project does include rainwater collection and controlled discharge into the storm water sewer system. The stair design includes translucent panels, which will contribute light animation to the streetscape.
- The proposed project is well thought out in a challenging site; programming is successful Noted.
- The front entry to the building could be softened up; consider creating an interstitial space between the inside and outside of the building *Considered. The entrance is designed to be clearly identifiable but not a public gathering space for the proposed emergency response building. This will be a busy facility with emergency response, training and vehicle maintenance.*
- Concern on the white materials of the building as they tend to become darker over time; also consider reducing the overhangs at the front and back of the building *Material selection has been undertaken carefully for maintenance, durability and design performance. The project team will consider the input during final colour selection.*
- The building is well designed and reveals its institutional function; appreciate the applicant's consideration of public art on the west side of the building which would have great exposure to the public; look forward to see the public art plan *Noted*.
- Appreciate the explanation of the applicant regarding the rationale for the proposed treatment of the east and south edges of the site *Noted*.
- Site plan is handled well; however, concern on the project's relationship with the adjacent single detached home to the east At the interface with the neighbouring single detached home to the east, a slow growing hedge that is easier to maintain is proposed after consultation with the neighbour. Along this edge of the site, the building is set back, the building height is lower, the number of window openings has been reduced and translucent glazing has been used as much as possible to provide privacy to the neighbouring home. The taller portions of the building are located further away from the residential home.

- Appreciate the contemporary building; however, agree with the comment that it has a "busy" feel to it; look at opportunities to simplify the architecture of the building; consider integrating the singular red element on the building into the main core *The project team will consider the input during final colour selection*.
- Appreciate the provision of elevator access to the top floor Noted.
- Good project; would like to see the project tie up with the City's district energy system; look at the energy data of other fire hall projects of the City for guidance on the project's energy system *The project team is reviewing the needs of the facility and the district energy utility to see if connection is feasible. This review will continue through the mechanical design process.*
- Agree with comment regarding the suggested treatment to the front entrance of the building; also look at safety issues in spaces in front of the building, e.g. location of the proposed mini-plaza next to emergency vehicle driveways *Considered as noted above*.
- Consider a mechanism to prevent vehicles from shooting off over the school's playing field to the south of the proposed project *The project team will consider the input during the Building Permit design detail process.*. Vehicles are anticipated to be travelling at slow speed on the subject site.
- (In addition, the following comment of Panel member Grant Burton was read by the Chair) consider structural soil cells for planting in front of the building *The project team will consider the input during the Building Permit design detail process.*
- At the conclusion of the consideration of the subject development, the Panel expressed their unanimous support for the project.



### Richmond Zoning Bylaw 8500 Amendment Bylaw 9176 (RZ 14-667788) 9620, 9660 and 9700 Cambie Road

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it "SCHOOL & INSTITUTIONAL USE (SI)".

P.I.D. 004-234-561 East Half Lot 11 Except: The South 250 Feet, Block "A" of Section 34 Block 5 North Range 6 West New Westminster District Plan 1224

P.I.D. 012-030-660West Half Lot 12 Except: The South 250 Feet, Block "A" Section 34 Block 5 North Range 6 West New Westminster District Plan 1224

P.I.D. 003-433-048 East Half Lot 12 Except: The South 250 Feet, Block "A" Section 34 Block 5 North Range 6 West New Westminster District Plan 1224

2. This Bylaw may be cited as "Richmond Zoning Bylaw 8500, Amendment Bylaw 9176".

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER CONDITIONS SATISFIED

MINISTRY OF TRANSPORTATION AND INFRASTRUCTURE APPROVAL

ADOPTED

CITY OF RICHMOND APPROVED by B APPROVED by Director or Solicitor

MAYOR

### CORPORATE OFFICER